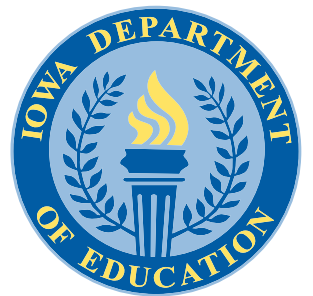


January 15, 2017



Teacher Leadership and Compensation Status Report

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INTRODUCTION

Iowa's Teacher Leadership and Compensation (TLC) System rewards effective teachers with leadership opportunities and higher pay, attracts promising new teachers with competitive starting salaries and more support, and fosters greater collaboration for all teachers to learn from each other.

The overriding philosophy of the system is that improving student learning requires improving the instruction they receive each day. There is no better way to do this than to empower our best teachers to lead the effort.

Through the system, teacher leaders take on extra responsibilities, including helping colleagues analyze data, supporting instructional strategies, coaching, and co-teaching.

Bipartisan legislation, proposed and signed by Governor Terry Branstad, created a four-year process to fully develop the statewide TLC system. The goals of the TLC system are:

- Attract able and promising new teachers by offering competitive starting salaries and offering short-term and long-term professional development and leadership opportunities.
- Retain effective teachers by providing enhanced career opportunities.
- Promote collaboration by developing and supporting opportunities for teachers in schools and school districts statewide to learn from each other.
- Reward professional growth and effective teaching by providing pathways for career opportunities that come with increased leadership responsibilities and involve increased compensation.
- Improve student achievement by strengthening instruction.

Following the distribution of \$3.5 million in planning grants to all Iowa school districts in Fiscal Year 2014, the Iowa General Assembly approved \$50 million in Fiscal Year 2015. Nearly 150 school districts submitted a local TLC plan and 39 districts were recommended by the Commission on Educator Leadership and Compensation (CELC) and approved by the Iowa Department of Education. An additional \$50 million was appropriated for the second year of implementation in Fiscal Year 2016 and 76 more school districts received funding. In Fiscal Year 2017, another \$50 million was added to the system for a total of \$150 million per year, enabling all remaining Iowa school districts to voluntarily participate.

Division VII of House File 215 ([Iowa Code Chapter 284.15-284.17](#)) requires a legislative review at least every three years. The status report is to include:

- Information on the Department's assignment and utilization of full-time equivalent positions,
- Information on teacher retention, teacher compensation, academic quality of beginning teachers, teacher evaluation results, student achievement trend and comparative data, and
- Recommendations for changes to the teacher leadership supplement foundation aid and the framework or comparable systems.

In addition to this report, districts complete an annual end of year report on progress toward locally-determined TLC goals using measures identified in their TLC plans. A statewide summary of these reports can be found [here](#). Additionally, the CELC submits an annual report of their findings which can be found [here](#). The Department of Education has also contracted with the American Institutes for Research (AIR) to complete an outside evaluation of the TLC system. AIR is conducting surveys, interviews, focus groups, and an analysis of longitudinal student achievement data to determine the progress being made toward state TLC goals. AIR's research brief with initial findings can be found [here](#).

DEPARTMENT ASSIGNMENT AND UTILIZATION OF FTE POSITIONS

The Department of Education has hired two full-time equivalent positions. These positions have been essential in all phases of TLC implementation. They have been utilized in the following manner:

Oversee and manage the district TLC grant application process

Department staff worked with the CELC to develop the TLC grant application and scoring rubric. They also supported districts as they developed their TLC applications and created documents (e.g., exemplars and FAQs) to support districts with their applications. Additionally, they ensured that the CELC, which was responsible for recommending applications for approval, received and scored all district applications. Department staff also managed the district notification process.

Facilitate the Commission on Educator Leadership and Compensation

Department staff are responsible for planning and facilitating Commission meetings. In addition, they follow-up on requests or action items generated at Commission meetings. Finally, Department staff are responsible for compiling and composing all Commission reports.

Review and approve district TLC plan change requests

House File 215 states that districts, “shall submit to the department for approval any proposed change to the framework or comparable system.” Department staff have created an online system for submitting plan changes. Department staff monitor and manage this system as well as approve or deny change requests. A link to the form districts use can be found [here](#). A record of change requests can be found [here](#).

Manage and oversee the Department’s TLC evaluation efforts

The Department of Education has developed a four component TLC evaluation process. Department staff are responsible for coordinating and overseeing all elements of this work. First, staff monitor the Iowa Basic Educational Data Survey (BEDS) to track leadership roles, additional compensation, and additional contract days. Second, district changes are monitored and tracked so the Department can identify trends and determine the overall level of implementation fidelity. Third, districts complete end of year reports on progress toward locally-determined goals. Department staff work with districts to ensure all needed information is reported, host webinars to support districts with report completion, follow-up with districts on revisions, and create a statewide summary of these reports. Fourth, the Department has contracted with the American Institutes for Research to conduct an external evaluation. The Department has dedicated a significant portion of the funds it receives for TLC planning and implementation to this effort. Department staff work closely with AIR to develop the evaluation tools and assist AIR with all phases of their work.

Facilitate the Statewide TLC Support Team

In order to support statewide implementation and promote collaboration, the Department convened a Statewide TLC Support Team beginning in December 2013. This team is made up of representatives from each Area Education Agency, the Iowa State Education Association (ISEA), School Administrators of Iowa (SAI), the Iowa Association of School Boards, higher education (both teacher and administrator preparation programs), Iowa's ASCD, and Department staff. This group meets on a monthly basis to collaborate on the professional learning supports provided to districts. Department staff plan, facilitate, and follow-up on these meetings.

Provide implementation support to districts

Districts need support as they implement and grow their TLC plans. Department staff assist districts with understanding the legislation and respond to district questions and requests for support. Additionally, Department staff visit districts to learn about their implementation, to learn from their experiences, and to provide assistance when necessary. Department staff identify common needs and bring them to the Statewide TLC Support Team to develop tools and professional learning supports. Department staff have also designed a Statewide Launching Teacher Leadership event to help districts as they begin implementation. Finally, Department staff have worked with ISEA and SAI to host an annual statewide TLC professional learning conference.

Oversee and manage the statewide Administrator Support Program

In order to support building administrators as they transition to leading a teacher leadership system the Department has contracted with the New York City Leadership Academy (NYCLA) to develop an administrator support program. Department staff were instrumental in developing the original contract for this work and all work since. They worked with NYCLA to develop the curriculum for administrators, select leadership coaches and professional learning facilitators, develop training for facilitators and coaches, and conduct program evaluation.

Design and monitor a statewide TLC online learning community

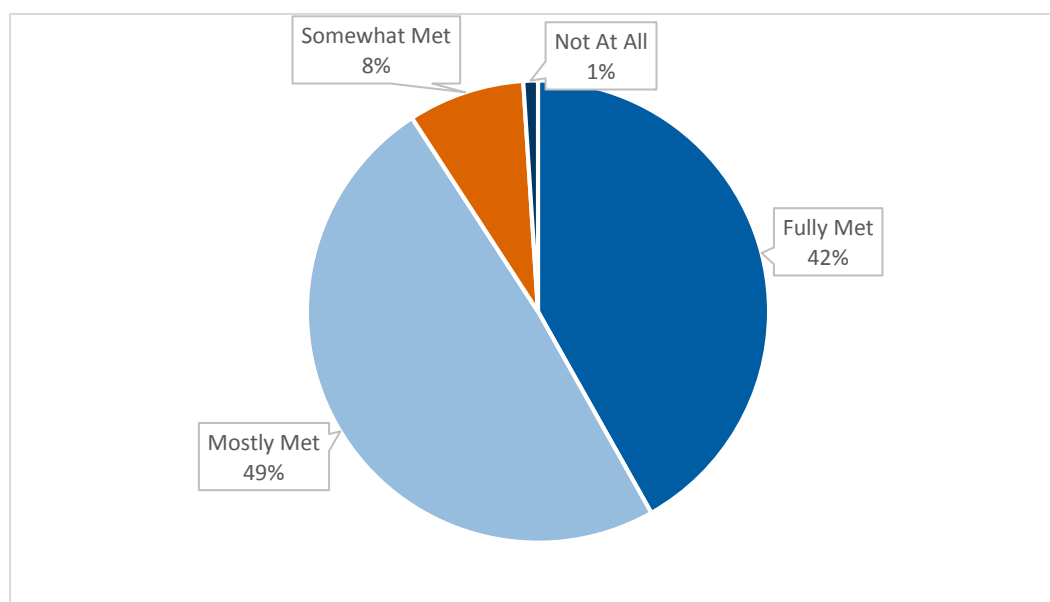
Department staff have worked to develop an online [TLC learning community \(AGORA\)](#). This site provides resources, an events calendar, and on-demand professional learning. The TLC AGORA site also provides links to district TLC websites and hosts community forums that promote collaboration across the state.

Additional details related to the Department's TLC expenditures can be found in Appendix A.

TEACHER RETENTION

One goal of the Teacher Leadership and Compensation system is to retain effective teachers by providing enhanced career opportunities.

According to local TLC end of year reports, districts are meeting this goal. In the 2015-2016 school year, 91% of districts reported mostly or fully meeting their goal of attracting and retaining teachers.



A survey* conducted by AIR found that 88% of teachers indicated they *agree somewhat* or *agree strongly* to the following item: “I look forward to returning to my school next year.” Additionally, 79% of the teacher leaders (or 73 out of 92) who participated in AIR focus-groups indicated they are more committed to staying at their school and in the teaching profession as a direct result of TLC.

Additional data collected by AIR indicates the presence of conditions that are likely to lead to increased retention. They found that teachers in TLC districts were significantly more likely than teachers in non-TLC districts to indicate *agree strongly* that teacher supports are useful. AIR also found that 72% of teachers and 90% of leaders indicated *agree somewhat* or *agree strongly* to a series of combined items that suggest the TLC program is having a positive change on professional structure. AIR will use Iowa’s existing retention data to conduct an impact analysis in 2017.

Finally, according to data collected by the Department of Education in 2015-2016, TLC districts slightly outperformed non-TLC districts in the retention of early career (0-5 years) teachers. This is significant for two reasons. First, early career teachers traditionally have higher mobility rates than mid- to late-career teachers. Second, TLC Cohort 1 (2014-2015 approved districts) and Cohort 2 (2015-2016 approved districts) included all of Iowa’s large, urban districts. Research shows urbanicity increases teacher mobility. This early evidence of TLC’s impact on teacher retention is a positive sign.

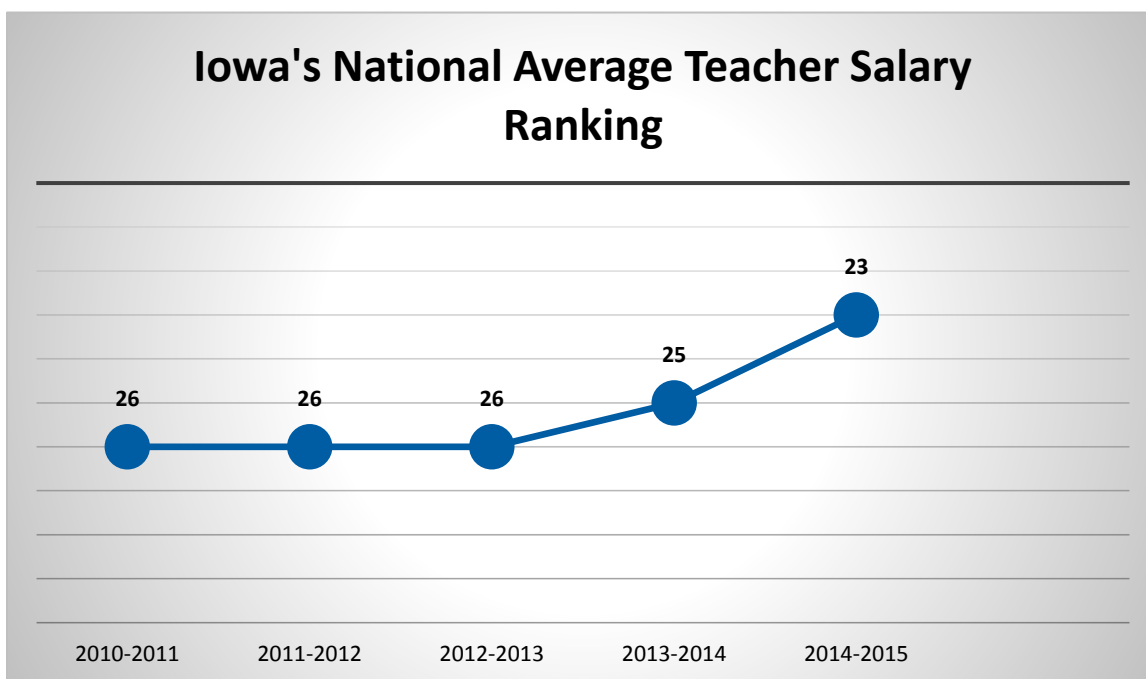
*AIR’s survey was open to every public educator in the state. The results compare the perspectives of Cohorts 1 and 2 (the districts implementing in 2015-2016) and the perspectives of Cohort 3 (the districts not implementing in 2015-2016).

TEACHER COMPENSATION

A provision of HF 215 is that any district receiving Teacher Leadership and Compensation (TLC) funds must raise their minimum starting salary to \$33,500. Prior to implementing TLC the Department of Education estimated that 6% of teachers in Iowa had a salary below \$33,500. In FY 2016 this rate was reduced to 1%.

In addition to this, a significant portion of district TLC funds are expended on teacher compensation. Of the \$100 million allocated in FY 2016, TLC districts spent more than \$88 million to compensate teacher leaders for their increased responsibilities and additional contract days.

Finally, each year the National Education Association (NEA) ranks states based on their average teacher salary. Prior to the implementation of TLC, Iowa was ranked 26th. Since TLC implementation, Iowa's rank has increased to 23rd. Additionally, the NEA found that over the last decade Iowa had the fifth largest real increase in teacher salaries, an increase of 10.7%.



Source: NEA Research. 2016. Ranking of States and Estimates of School Statistics. Retrieved from National Education Association website: <http://www.nea.org/home/66703.htm>

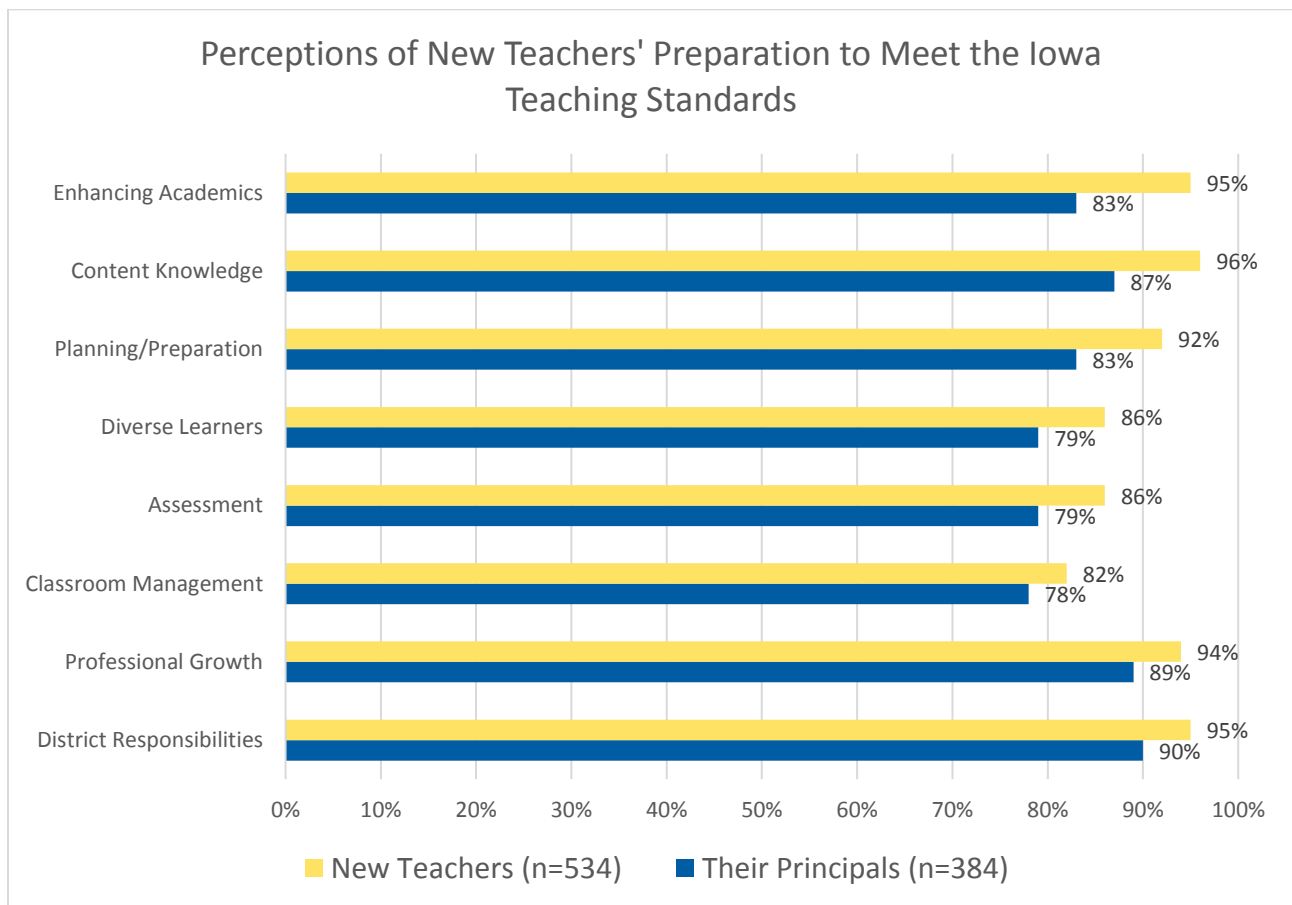
ACADEMIC QUALITY OF BEGINNING TEACHERS

Data quantifying the academic quality of beginning teachers is not readily available. However, a few data sources provide a glimpse into this area.

ACT data show that the percent of ACT-tested graduates who are interested in education majors has remained relatively stable since the implementation of TLC. However, in the areas of reading, math and science there has been a 1-2% increase in the number of students with education majors meeting ACT benchmarks.

Iowa requires passing test scores on two Praxis® examinations or a nationally-scored edTPA exam before candidates are eligible for licensure. Data collected by the Department of Education shows that Iowa's pass rate on Praxis® examinations is greater than 90% in elementary pedagogy, secondary pedagogy, and elementary content. In each area, Iowa's pass rate exceeds the national pass rate by at least 10 percentage points. These data indicate that beginning teachers are of high quality.

Finally, results from a survey of recent teacher preparation graduates and their principals show that beginning educators are perceived as *well* or *very well* prepared to meet Iowa's teaching standards.

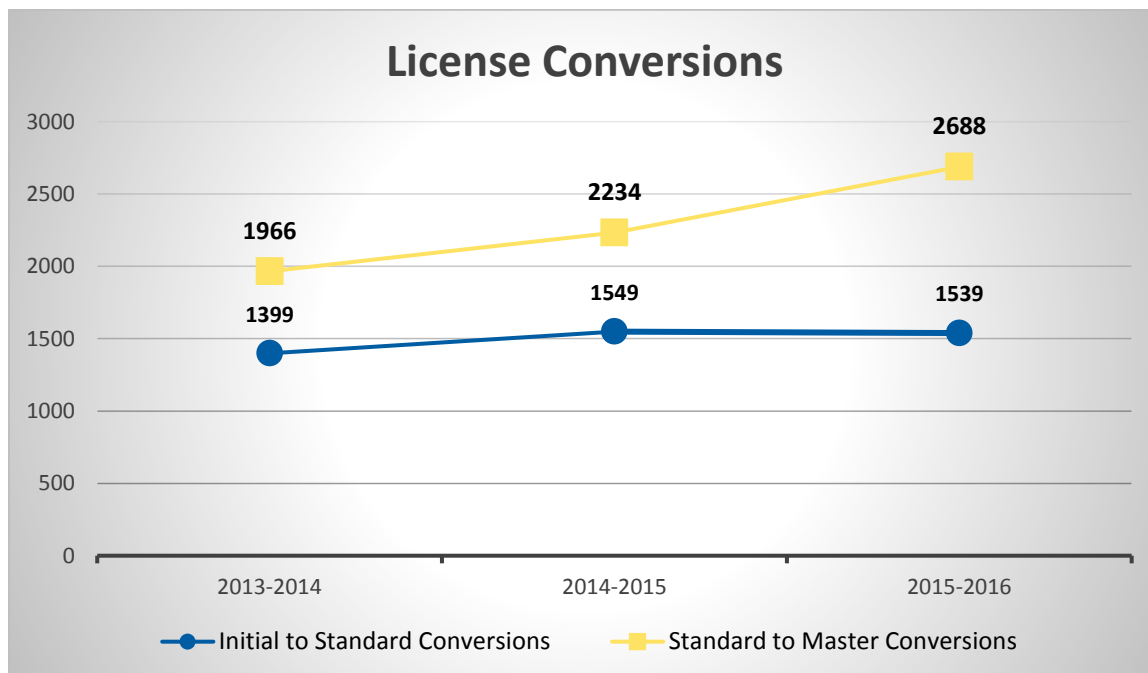


Source: Report on the State of Educator Preparation in Iowa. 2016.

TEACHER EVALUATION RESULTS

Teacher evaluation results are collected at the district level, not the state level. Therefore statewide data in this area is limited.

Data from the Board of Educational Examiners shows that the overall number of new teachers converting their initial license to a standard license has increased since 2013. Additionally, the number of teachers converting a standard license to a master license has also increased.



Although it is not possible to know if this is a direct result of TLC, it does show that a larger number of beginning teachers are successfully converting their initial licenses and receiving positive teacher evaluation results.

Survey results collected by AIR indicate that teacher leaders are perceived as effective in their new roles. 87% of teachers and 96% of leaders indicated *agree somewhat* or *agree strongly* to a series of combined items that suggest teacher leadership roles are effective. Further, respondents in TLC districts were significantly more likely to indicate *agree strongly* that teacher leadership roles are effective than respondents in non-TLC districts.

STUDENT ACHIEVEMENT

TLC's positive impact on retention rates, collaboration, teacher support, enhanced career opportunities, and job satisfaction is already being seen. This is significant because improvements in these areas precede changes in student achievement. This positive impact is evident in both district and statewide reports. AIR found that 77% of teachers and 87% of leaders in TLC districts *agree somewhat* or *agree strongly* that TLC is effective in improving instruction and teacher satisfaction. Also, a significantly greater number of teachers in TLC districts indicated increased opportunities for collaboration and satisfaction with collaboration opportunities than teachers in non-TLC districts.

In TLC district end of year reports, 49% of Cohort 1 and Cohort 2 districts reported *mostly* or *fully* meeting the goals they set for improving student achievement and another 50% reported *somewhat* meeting this goal.

Research conducted by AIR found that the student achievement improvements made by Cohort 1 in year 1, based on Iowa Assessments data, were slightly less than the improvements made by non-TLC districts (Cohorts 2 and 3). However, the difference was small (1-2 points out of approximately 200 points).

TLC Cohorts

Cohort 1: 2014-2015 (39 districts)

Cohort 2: 2015-2016 (76 districts)

Cohort 3: 2016-2017 (220 districts)

AIR found that impacts were larger for school districts in the middle size ranges (600-2,499 students). They also found that the effects of TLC were slightly more positive for students with an Individualized Education Program. Finally, when looking at student subgroups, AIR found that TLC is slightly more beneficial for students identified as English Language Learners and students receiving free and reduced priced lunch. Additional results of AIR's impact analysis will be provided in early 2017.

Results from AIR surveys and focus groups also indicate that TLC is having an impact on instruction, which should precede improvements in student achievement.

- Teachers in TLC districts were significantly more likely to *agree strongly* that the professional development they participated in was of high quality (e.g., goal focused, collaborative, job-embedded, and/or relevant to student learning needs) than teachers in non-TLC districts.
- A majority of respondents *agree somewhat* or *agree strongly* that TLC roles are effective in increasing support for teachers and improving student achievement through improved instruction.
- 97% of TLC Cohort 1 and 100% of TLC Cohort 2 teacher leaders who participated in focus groups *agree* or *strongly agree* that TLC supports effective teaching instruction. (n=92)
- 92% of TLC Cohort 1 and 96% of TLC Cohort 2 teacher leaders who participated in focus groups *agree* or *strongly agree* that TLC is having an impact on student achievement. (n=92)

RECOMMENDATIONS FOR CHANGES

At this time the Commission is not recommending changes to the legislation. However, their [annual report](#) details their findings related to TLC and provides general recommendations for continuing implementation of the TLC system. The Commission understands that implementation takes time and that significant improvements in student achievement are unlikely to manifest in the short term. Other school systems such as those in Ontario, New York City, and Charlotte took 4 to 10 years to show the impact of large scale reforms and initiatives. However, changes in Iowa's retention rates, collaboration opportunities, job satisfaction, and career opportunities serve as leading indicators that TLC is on the way to achieving its goals. Additionally, TLC has enabled districts to harness additional capacity to meet challenges and to fully and successfully implement changes. For these reasons the Commmison believes TLC needs to “stay the course” to enable the system to achieve its full potential.

APPENDIX A

Iowa Department of Education
State Appropriation Financial Report
SFY 14 Budget to Expenditures as of: 08/31/14

Appropriation Account	Object Class	Budget	Encumbered	Expended	Balance
IE4 Governor's Education Reform					
0001-282- -2IE4	Teacher Leadership Technical Assistance				
	101 Personal Services	222,240	0	93,867	128,373
	202 In State Travel	5,000	0	9,705	-4,705
	205 Out Of State Travel	5,000	0	0	5,000
	301 Office Supplies	60	0	130	-70
	309 Printing & Binding	250	0	218	32
	401 Communications	300	0	296	4
	405 Prof & Scientific Services	463,102	0	550,930	-87,828
	414 Reimbursements To Other Ag	48	0	74	-26
	510 IT Equipment & Software	4,000	0	3,634	366
	Total Unit 2IE4	700,000	0	658,654	41,346
0001-282- -6IE4	Teacher Leadership Grants				
	801 State Aid	3,500,000	0	3,496,660	3,340
	Total Unit 6IE4	3,500,000	0	3,496,660	3,340
Total Appropriation	IE4	4,200,000	0	4,155,314	44,686
Grand Total		4,200,000	0	4,155,314	44,686

Iowa Department of Education
State Appropriation Financial Report
SFY 15 Budget to Expenditures as of: 08/31/15

Appropriation Account	Object Class	Budget	Encumbered	Expended	Balance
169 Teacher Quality					
0001-282- -2138 Teacher Leadership Technical Assistance					
101 Personal Services		225,000	0	158,014	66,986
202 In State Travel		5,000	0	16,924	-11,924
301 Office Supplies		300	0	830	-530
304 Prof. & Scientific Supplies		1,500	0	1,314	186
309 Printing & Binding		100	0	141	-41
401 Communications		550	0	897	-347
402 Rentals		20,000	0	14,560	5,440
405 Prof. & Scientific Services		447,200	0	113,078	334,122
416 ITD Reimbursements		150	0	218	-68
510 IT Equipment & Software		200	0	451	-251
Total Unit 2138		700,000	0	300,428	393,572
0001-282- -2139 Teacher Leadership Grants & Aid					
801 State Aid		49,300,000	0	49,214,945	85,055
Total Unit 2139		49,300,000	0	49,214,945	85,055
Total Appropriation 169		50,000,000	0	49,521,373	478,627
Grand Total		50,000,000	0	49,521,373	478,627

Iowa Department of Education
State Appropriation Financial Report
SFY 16 Budget to Expenditures as of: 08/31/16

Appropriation Account	Object Class	Budget	Encumbered	Expended	Balance
169 Teacher Quality					
0001-282- -2138 Teacher Leadership Technical Assistance					
101 Personal Services		215,000	0	211,306	3,694
202 In State Travel		7,500	0	55,160	-47,660
301 Office Supplies		500	0	536	-36
309 Printing & Binding		100	0	873	-773
401 Communications		750	0	1,120	-370
402 Rentals		30,000	0	33,919	-3,919
405 Prof & Scientific Services		670,268	0	285,883	384,385
416 ITD Reimbursements		200	0	0	200
510 IT Equipment & Software		500	0	194	306
801 State Aid		94,945	0	94,945	0
Total Unit 2138		1,019,763	0	683,035	335,828
0001-282- -2139 Teacher Leadership Grants & Aid					
801 State Aid		50,058,864	0	50,058,864	0
Total Unit 2139		50,058,864	0	50,058,864	0
Total Appropriation 169		51,078,627	0	50,742,800	335,827
Grand Total		51,078,627	0	50,742,800	335,827